

Table 26–1 presents supplementary information on the total amount of Federal Government outlays, including outlays that are offset by collections from the public. The budget generally presents outlays net of offsetting collections, which understates total Federal budget transactions with the public by up to 15 percent, particularly in the Department of Agriculture, Funds Appropriated to the President, the Postal Service, and the Federal Deposit Insurance and Resolution Trust Corporations. Therefore, the table in this chapter presents both measures of outlays.

Normal Budget Presentation of Receipts and Outlays. The receipts and outlays in the budget are normally presented as recommended by the President's Commission on Budget Concepts in 1967. The Commission concluded that, for most purposes, the relative size of the Federal government in the national economy is most appropriately disclosed when amounts received from the public from business-like or market-oriented activities are offset against the expenditures to which they relate, while taxes and other collections representing the exercise of sovereign or regulatory powers unique to government are stated as governmental re*ceipts*, which do not offset specific expenditures. The budget amounts would thereby be a rough measure of the volume of economic activity allocated by the Federal Government through collective political choice, rather than through the standard that the use of services requires payment of a price. Examples of offsetting collections from the public for business-like or marketoriented activities are the amounts collected from the sale of postage stamps, timber, minerals and mineral products, and rental payments collected for use of Federal lands. Offsetting collections representing intragovernmental payments and transfers are also offset against outlays to avoid double counting when spending by all Federal accounts is aggregated.

Table 26–1 is arranged in four columns of data for each fiscal year, 1986 to 1997. Columns two and three of Table 26–1 are described in more detail below.

Offsetting Collections in Expenditure Accounts. For the past decade, 70 to 80 percent of the offsetting collections from the public have been authorized to be credited to expenditure accounts, particularly public enterprise revolving fund accounts. These amounts are usually authorized by law to be spent without further action by Congress, although there are occasionally legal limitations on the amounts that can be spent. Amounts credited to expenditure accounts offset the budget authority and outlays of the agency to which the account belongs.

In recent years, offsetting collections credited to the public enterprise revolving fund of the Postal Service have accounted for a quarter to a third of the total. The amount estimated to be collected in 1997 is \$57.7 billion. Agriculture has the second largest offsetting collections credited to its expenditure accounts. The bulk of the collections consists of loan repayments, interest, and other collections for farm credit programs. In 1997 the amount estimated to be credited is \$16.9 billion. Of this amount:

- \$8.8 billion is authorized to be credited to the Commodity Credit Corporation fund:
 - -\$6.8 billion is from loan principal repayments,
 - —\$0.9 billion is from P.L. 480 advances from foreign assistance programs,
 - \$0.6 billion is from proceeds from sales to special activities,
 - —\$0.3 billion is from assessments and loan origination fees,
 - -\$0.2 billion is from interest collections, and
 - -\$0.1 billion miscellaneous sales proceeds;
- \$5.5 billion is authorized to be credited to various Agriculture credit liquidating accounts;
- \$0.7 billion is for insurance premiums to be collected by the Federal Crop Insurance fund; and
- \$1.9 billion, is spread throughout the various bureaus, the largest of which is \$90 million from fees for meat and poultry inspections by the Food Safety and Inspection Service.

Offsetting Collections in Receipt Accounts. Offsetting collections from the public that are not authorized to be credited to expenditure accounts are deposited in general fund, special fund, or trust fund receipt accounts and are called offsetting receipts. These are further classified as either proprietary receipts or offsetting governmental receipts. The offsetting governmental receipts are collections that are governmental in nature, but are required by law to be treated as offsetting collections.

During 1997, the total offsetting receipts from the public are estimated to be \$60.3 billion. This consists of \$54.0 billion in proprietary receipts from the public and \$6.3 billion in offsetting governmental receipts.

Most of the offsetting receipts from the public offset agency budget authority and outlay totals. The largest are for Medicare premiums and other charges collected by the Federal Supplemental Medical Insurance and Hospital Insurance trust funds in the Department of Health and Human Services. The amount estimated to be collected in 1997 is \$20.0 billion. The second largest amount is deposited in the Foreign Military Sales trust fund for the Military Assistance Program which is included in the table on the line for "Funds Appro-

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priated to the President." The amount estimated to be collected in 1997 is \$12.2 billion.

In exceptional cases, offsetting receipts from the public do not offset the agency budget authority and outlay totals because the size of the deductions would cause the resulting agency totals to seriously understate the resources used to carry out the program. In 1997, \$7.7 billion does not offset agency totals and, thus are further classified as *undistributed offsetting receipts*. Of this amount, \$3.1 billion is for rent and royalty collec-

tions for the Outer Continental Shelf and \$1.6 billion is for spectrum auction proceeds. An additional \$2 billion is for a legislative proposal to increase auction proceeds, and \$905 million is for interest received from the Outer Continental Shelf escrow account.

For additional detail on proprietary receipts from the public and offsetting governmental receipts see Table 4–3. Offsetting Receipts by Type. The budget treatment of collections and outlays is discussed further in Chapter 23, "Budget Systems and Concepts and Glossary."

Table 26–1. TOTAL OUTLAYS, INCLUDING THOSE OFFSET BY COLLECTIONS FROM THE PUBLIC, BY AGENCY, 1986–1997
(In millions of dollars)

		1986				19		
Department or other unit	Net Outlays	Offsetting Colle Publ	ctions from the ic in:	Outlays Gross of Collections from the	Net Outlays	Offsetting Collections from the Public in:		Outlays Gross of Collections from the
		Expenditure Accounts	Receipt Accounts	Public		Expenditure Accounts	Receipt Accounts	Public
Legislative Branch	1,665	71	5	1,741	1,812	80	5	1,897
The Judiciary	1,071			1,071	1,180	1		1,181
Executive Office of the President	107	1		108	109			109
Funds Appropriated to the President	11,042	1,673	11,720	24,435	10,406	2,251	10,006	22,663
Agriculture	58,679	25,039	1,176	84,894	49,600	33,351	1,281	84,232
Commerce	2,083	282	89	2,454	2,127	302	74	2,503
Defense—Military	265,480	6,476	732	272,688	273,966	6,742	813	281,521
Defense—Civil	20,254	15	74	20,343	20,684	16	141	20,841
Education	17,673	548	67	18,288	16,800	1,248	80	18,128
Energy	11,026	2,886	3,274	17,186	10,693	2,798	3,287	16,778
Health and Human Services	122,943	2,278	5,767	130,988	131,414	2,668	6,553	140,635
Housing and Urban Development	14,139	6,613		20,752	15,484	7,427		22,911
Interior	4,785	233	1,623	6,641	5,046	240	1,504	6,790
Justice	3,768	174		3,942	4,333	260		4,593
Labor	23,941	298	334	24,573	23,253	597	315	24,165
State	2,865	10	7	2,882	2,788	84	12	2,884
Transportation	27,378	252	75	27,705	25,424	262	55	25,741
Treasury	179,390	5,366	2,466	187,222	180,274	5,787	2,902	188,963
Veterans Affairs	26,536	3,464	763	30,763	26,952	3,953	817	31,722
Environmental Protection Agency	4,867	10	16	4,893	4,904	6	20	4,930
General Services Administration	380	249	70	699	51	61	78	190
National Aeronautics and Space Administration	7,403	67		7,470	7,591	97		7,688
Office of Personnel Management	23,955	3,995		27,950	26,966	3,061		30,027
Small Business Administration	557	1,500		2,057	-65	1,758		1,693
Social Security Administration	210,994	3		210,997	219,902	7	33	219,942
Financial Institutions (FDIC/RTC)	1,806	5,894		7,700	3,317	8,081		11,398
Postal Service	758	29,099		29,857	1,593	30,626		32,219
Other Independent Agencies	9,829	9,337	1,003	20,169	9,567	10,855	747	21,169
Allowances								
Undistributed offsetting receipt	-65,036		5,788	-59,248	-72,262		6,799	-65,463
Total outlays	990,336	105,833	35,049	1,131,218	1,003,911	122,619	35,522	1,162,052

Table 26–1. TOTAL OUTLAYS, INCLUDING THOSE OFFSET BY COLLECTIONS FROM THE PUBLIC, BY AGENCY, 1986–1997—Continued

(In millions of dollars)

			188			19	Outlays Gross of Collections from the	
Department or other unit			Outlays Gross of Collections from the	Net Outlays	Offsetting Collections from the Public in:			
		Expenditure Accounts	Receipt Accounts	Public		Expenditure Accounts	Receipt Accounts	Public
Legislative Branch	1.852	79	5	1.936	2.096	83	18	2.197
The Judiciary	1,342	15		1,357	1,499	4		1,503
Executive Office of the President	121			121	124	1		125
Funds Appropriated to the President	7,253	5,182	9,950	22,385	4,280	6,799	10,444	21,523
Agriculture	44,003	34,789	1,462	80,254	48,316	21,821	1,628	71,765
Commerce	2,279	352	53	2,684	2,571	301	54	2,926
Defense—Military	281,935	7,055	829	289,819	294,880	7,613	711	303,204
Defense—Civil	22,029	12	194	22,235	23,450	13	168	23,631
Education	18,246	1,101	81	19,428	21,608	836	63	22,507
Energy	11,166	2,906	3.293	17,365	11,387	2.907	3.435	17,729
Health and Human Services	140,039	2,953	8,819	151,811	152,699	2,998	11,612	167,309
Housing and Urban Development	18,938	7,487		26,425	19,680	6,961		26,641
Interior	5,143	287	1.755	7,185	5,207	269	1.904	7,380
Justice	5,426	292		5,718	6,232	90		6,322
Labor	21,743	503	159	22,405	22,549	1.121	37	23,707
State	3,421	7	2	3,430	3,722	8	2	3,732
Transportation	26,404	538	19	26,961	26,607	511	29	27,147
Treasury	202,403	5,437	3,279	211,119	230,576	6.464	4,543	241,583
Veterans Affairs	29,271	3,335	855	33.461	30.041	3,601	891	34.533
Environmental Protection Agency	4,871	7	57	4,935	4,906	31	74	5,011
General Services Administration	-281	80	98	-103	-463	94	75	-294
National Aeronautics and Space Administration	9,092	35		9.127	11.036	39		11.075
Office of Personnel Management	29,191	3,555		32,746	29,073	3,985		33,058
Small Business Administration	-54	1,462		1,408	85	1,267		1,352
Social Security Administration	233,521	5		233,526	247,074	1		247,075
Financial Institutions (FDIC/RTC)	1 '	13.139		23,360	20.580	16.244		36.824
Postal Service	2,229	33,986		36,215	127	36,965		37,092
Other Independent Agencies	11,126	9,440	208	20.774	12.303	8,898	285	21,486
Allowances	, -							
Undistributed offsetting receipt	-78,789		3,549	-75,240	-89,074		2,931	-86,143
Total outlays	1,064,140	134,039	34,667	1,232,846	1,143,172	129,925	38,904	1,312,001

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Table 26–1. TOTAL OUTLAYS, INCLUDING THOSE OFFSET BY COLLECTIONS FROM THE PUBLIC, BY AGENCY, 1986–1997—Continued
(In millions of dollars)

		1990					91	
Department or other unit	Net Outlays	Unsetting Collections from the		Outlays Gross of Collections from the	Net Outlays	Offsetting Collections from the Public in:		Outlays Gross of Collections from the
		Expenditure Accounts	Receipt Accounts	Public		Expenditure Accounts	Receipt Accounts	Public
Legislative Branch	2.241	92	19	2,352	2,296	96	7	2,399
The Judiciary		18		1,664	1,997	5		2,002
Executive Office of the President	157	1		158	193			193
Funds Appropriated to the President		1,130	11,605	22,822	11.724	989	14,231	26,944
Agriculture		21,994	1,502	69,508	54,119	19,653	1,305	75,077
Commerce		344	60	4,138	2.585	383	158	3,126
Defense—Military		8.122	870	298,747	261,925	8.980	44,366	315,271
Defense—Civil		12	173	25,160	26,543	12	163	26,718
Education		965	77	24,151	25,339	895	52	26,286
Energy		4.124	2.046	18,254	12,479	4,349	2.543	19,371
Health and Human Services		3,018	11,636	190,185	198,110	3,360	12,212	213,682
Housing and Urban Development		7,946		28,113	22,751	7.788		30,539
Interior		263	1,857	7,910	6,088	240	1,963	8,291
Justice		117	232	6,856	8.244	124	389	8.757
Labor		1,076	7	26,298	33,954	1,064	12	35,030
State		19	2	4,000	4.252	8	2	4,262
Transportation		442	34	29.126	30.511	233	24	30,768
Treasury		4,398	3,635	263,205	276,339	2,960	3,696	282,995
Veterans Affairs		4,003	827	33,828	31,214	4,285	923	36,422
Environmental Protection Agency		38	111	5,257	5.769	22	90	5,881
General Services Administration	-123	153	61	91	487	205	54	746
National Aeronautics and Space Administration		24		12.453	13,878	57		13,935
Office of Personnel Management		4.197		36,146	34.808	4.360		39.168
Small Business Administration	692	1.328		2,020	613	1.267		1.880
Social Security Administration		1		263,146	286,254	10		286,264
Financial Institutions (FDIC/RTC)		32,757		91,035	66,635	56,592		123,227
Postal Service		38,202		40,318	1.828	42,592		44,420
Other Independent Agencies	, -	9,414	276	23,730	12,703	10,031	547	23,281
Allowances	· ·	0,414	210	20,700	12,700			20,201
Undistributed offsetting receipts			3,006	-95,924	-110,005		3,151	-106,854
Total outlays	1,252,515	144,199	38,036	1,434,750	1,323,631	170,562	85,888	1,580,081

Table 26–1. TOTAL OUTLAYS, INCLUDING THOSE OFFSET BY COLLECTIONS FROM THE PUBLIC, BY AGENCY, 1986–1997—Continued

(In millions of dollars)

	1992					19	93	Outlays Gross of Collections from the
Department or other unit	Net Outlays	Offsetting Collections from the Public in:		Outlays Gross of Collections from the	Net Outlays	Offsetting Collections from the Public in:		
		Expenditure Accounts	Receipt Accounts	Public		Expenditure Accounts	Receipt Accounts	Public
Legislative Branch	2.677	95	7	2.779	2.406	99	8	2,513
The Judiciary	2,308	6		2,314	2,628	28	1	2,657
Executive Office of the President	186	1		187	194	1		195
Funds Appropriated to the President	11,113	469	13,727	25,309	11,526	421	15,293	27,240
Agriculture	56,437	19,229	1,310	76,976	63,144	20,505	1,154	84,803
Commerce	2,567	524	139	3,230	2,798	573	116	3,487
Defense—Military	286,632	8,575	5,862	301,069	278,574	11,166	773	290,513
Defense—Civil	28,270	13	196	28,479	29,266	15	199	29,480
Education	26,047	1,122	69	27,238	30,290	1,179	188	31,657
Energy	15,523	4,636	1,915	22,074	16,942	4,394	1,777	23,113
Health and Human Services	231,560	3,601	13,944	249,105	253,835	3,535	16,089	273,459
Housing and Urban Development	24,470	7,065	262	31,797	25,181	7,577	299	33,057
Interior	6,539	282	1,932	8,753	6,784	274	2,018	9,076
Justice	9,802	166	481	10,449	10,170	245	542	10,957
Labor	47,078	1,261	64	48,403	44,651	1,272	76	45,999
State	5,007	47		5,054	5,384	29		5,413
Transportation	32,491	160	165	32,816	34,457	127	138	34,722
Treasury	292,987	3,781	2,982	299,750	298,804	2,405	3,411	304,620
Veterans Affairs	33,897	2,419	1,021	37,337	35,487	1,802	1,196	38,485
Environmental Protection Agency	5,950	19	184	6,153	5,930	33	191	6,154
General Services Administration	469	137	27	633	743	197	11	951
National Aeronautics and Space Administration	13,961	88		14,049	14,305	128		14,433
Office of Personnel Management	35,596	4,559		40,155	36,794	4,844		41,638
Small Business Adminstration	546	1,240		1,786	785	1,209		1,994
Social Security Administration	307,190	1		307,191	327,293	2	6	327,301
Financial Institutions (FDIC/RTC)	2,909	68,158		71,067	*-27,566	50,866		23,300
Postal Service	1,169	45,158		46,327	1,602	46,502		48,104
Other Independent Agencies	14,588	9,499	893	24,980	15,979	10,163	788	26,930
Allowances								
Undistributed offsetting receipts	-117,111		2,498	-114,613	-119,711		2,785	-116,926
Total outlays	1,380,856	182,311	47,680	1,610,847	1,408,675	169,591	47,060	1,625,326

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Table 26–1. TOTAL OUTLAYS, INCLUDING THOSE OFFSET BY COLLECTIONS FROM THE PUBLIC, BY AGENCY, 1986–1997—Continued
(In millions of dollars)

		19	94			19		
Department or other unit			Outlays Gross of Collections from the	Net Outlays	Offsetting Collections from the Public in:		Outlays Gross of Collections from the	
		Expenditure Accounts	Receipt Accounts	Public		Expenditure Accounts	Receipt Accounts	Public
Legislative Branch	2.552	96	8	2.656	2.625	96	12	2.733
The Judiciary	2,677	29	3	2,709	2,910	30	5	2,945
Executive Office of the President	229	1		230	214	1		215
Funds Appropriated to the President	10,511	458	14,723	25,692	11,161	895	14,263	26,319
Agriculture	60,753	18,660	1,373	80,786	56,665	20,286	1,330	78,281
Commerce	2,915	594	120	3,629	3,401	688	122	4,211
Defense—Military	268,646	9,293	981	278,920	259,556	8,570	1,774	269,900
Defense—Civil	30,407	13	191	30,611	31,669	14	178	31,861
Education	24,699	6,275	224	31,198	31,322	1,705	90	33,117
Energy	17,839	3,781	1,559	23,179	17,617	3,825	1,696	23,138
Health and Human Services	278,901	294	17,809	297,004	303,081	361	20,290	323,732
Housing and Urban Development	25,845	7,819	1,051	34,715	29,044	8,336	853	38,233
Interior	6,900	312	1,938	9,150	7,405	367	1,890	9,662
Justice	10,005	233	629	10,867	10,788	262	879	11,929
Labor	37,047	1,393	12	38,452	32,090	1,329	6	33,425
State	5,718	54		5,772	5,344	116		5,460
Transportation	37,228	135	144	37,507	38,777	125	144	39,046
Treasury	307,577	2,669	4,613	314,859	348,579	3,578	6,470	358,627
Veterans Affairs	37,401	1,790	1,032	40,223	37,771	1,840	1,016	40,627
Environmental Protection Agency	5,855	42	209	6,106	6,351	21	261	6,633
General Services Administration	334	287	14	635	707	221	11	939
National Aeronautics and Space Administration	13,695	32		13,727	13,378	119		13,497
Office of Personnel Management	38,596	5,137		43,733	41,276	5,115		46,391
Small Business Adminstration	779	1,084		1,863	677	1,084		1,761
Social Security Administration	345,817	3,223	811	349,851	362,123	3,063	936	366,122
Financial Institutions (FDIC/RTC)	-7,258	31,577		24,319	-17,558	26,272		8,714
Postal Service	1,233	48,412		49,645	-1,839	53,311		51,472
Other Independent Agencies	17,409	10,533	690	28,632	21,627	10,096	827	32,550
Allowances								
Undistributed offsetting receipts	-123,469		3,002	-120,467	-137,628		10,063	-127,565
Total outlays	1,460,841	154,226	51,138	1,666,205	1,519,133	151,726	63,116	1,733,975

Table 26–1. TOTAL OUTLAYS, INCLUDING THOSE OFFSET BY COLLECTIONS FROM THE PUBLIC, BY AGENCY, 1986–1997—Continued

(In millions of dollars)

		1996				19		
Department or other unit			Outlays Gross of Collections from the	Net Outlays	Offsetting Collections from the Public in:		Outlays Gross of Collections from the	
		Expenditure Accounts	Receipt Accounts	Public		Expenditure Accounts	Receipt Accounts	Public
Legislative Branch	2,695	103	11	2,809	2,752	106	9	2,867
The Judiciary	3,297	31	6	3,334	3,561	31	6	3,598
Executive Office of the President	206	1		207	215	1		216
Funds Appropriated to the President	10,445	1,536	13,906	25,887	10,337	1,444	13,054	24,835
Agriculture	54,840	16,947	1,172	72,959	55,942	16,943	1,088	73,973
Commerce	3,789	693	126	4,608	3,993	819	140	4,952
Defense—Military	254,325	7,633	860	262,818	247,463	7,618	865	255,946
Defense—Civil	32,255	20	184	32,459	33,292	20	192	33,504
Education	30,404	1,614	68	32,086	29,639	1,571	168	31,378
Energy	14,678	3,913	1,965	20,556	14,569	3,986	1,899	20,454
Health and Human Services	327,429	380	19,888	347,697	354,274	435	20,045	374,754
Housing and Urban Development	26,432	7,599	4,571	38,602	32,175	7,767	1,807	41,749
Interior	6,939	377	2,103	9,419	6,931	496	2,140	9,567
Justice	12,964	335	834	14,133	15,596	328	915	16,839
Labor	34,404	1,475	2	35,881	35,154	1,651	2	36,807
State	5,500	109		5,609	5,540	131		5,671
Transportation	38,994	187	126	39,307	38,063	358	154	38,575
Treasury	364,956	3,627	5,496	374,079	368,851	3,627	6,840	379,318
Veterans Affairs	37,606	1,835	1,182	40,623	39,819	1,834	1,293	42,946
Environmental Protection Agency	6,329	28	210	6,567	6,460	34	235	6,729
General Services Administration	469	45	21	535	695	45	21	761
National Aeronautics and Space Administration	14,190	49		14,239	13,699	72		13,771
Office of Personnel Management	42,374	5,184		47,558	44,618	5,407		50,025
Small Business Adminstration	957	830	16	1,803	423	740		1,163
Social Security Administration	377,255	2,943	995	381,193	398,085	3,128	1,135	402,348
Financial Institutions (FDIC/RTC)	-13,297	16,715		3,418	-4,144	5,483		1,339
Postal Service	-189	55,779		55,590	2,735	57,724		60,459
Other Independent Agencies	22,678	10,124	830	33,632	22,585	8,212	638	31,435
Allowances	-647	327		-320	-4,959	76		-4,883
Undistributed offsetting receipts	-139,866		8,839	-131,027	-143,034		7,698	-135,336
Total outlays	1,572,411	140,439	63,411	1,776,261	1,635,329	130,087	60,344	1,825,760